

Message Text

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TO SECSTATE WASHDC 7010

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STADIS//////////

E. O. 11652: GDS
TAGS: AMGT, PFOR, GW
SUBJECT: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT -
PARTS II AND III

REF: BONN 5665
CERP 0001

1. THE FOLLOWING WORKLOAD AND RESOURCE ASSESSMENTS ARE RELATED TO PART I POLICY ASSESSMENTS (REFTEL BONN 5665).

A. PART II - RESOURCE ASSESSMENTS

1) STATE: IN CONSIDERING STATE RESOURCES AND ORGANIZATION, IT MUST BE POINTED OUT THAT, WHILE THE MISSION'S AUTHORIZED COMPLEMENT IS CARRIED AS 700 AMERICANS AND 866 FSLS, THERE ARE, IN FACT, 856 AMERICANS AND 1206 FSLS INVOLVED IN FOREIGN RELATIONS IN THE FRG UNDER THE UMBRELLAS OF THE EMBASSY, US MISSION BERLIN, AND THE SIX CONSULATES GENERAL. THE "NON-ACCREDITED" PERSONNEL ARE EMPLOYEES OF SO-CALLED "LODGER AGENCIES" AND VARIOUS MILITARY ORGANIZATIONS. THESE PERSONNEL ALSO ARE SUPPORTED BY STATE TO VARYING DEGREES UNDER FAAS.

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IT SHOULD BE RECALLED THAT THE DEPARTMENT HAS ABOLISHED NET, 25 AMERICAN PROGRAM POSITIONS (INCLUDING 5 ADDITIONAL POSITIONS PROPOSED STATE 308814, DECEMBER 22, 1976), 5 AMERICAN ADMINISTRATIVE POSITIONS, AND 65 FSL POSITIONS SINCE 1972 AND SUBSEQUENT TO BALPA/OPRED DAYS. SUBSTANTIVE, CONSULAR, AND ADMINISTRATIVE WORKLOADS IN GERMANY HAVE CONTINUED TO INCREASE DRAMATICALLY IN THIS VERY IMPORTANT COUNTRY. THERE HAS BEEN A PROCESS WHICH, IF CONTINUED, WILL REDUCE STATE DEPARTMENT ACTIVITIES ABROAD, AND IN PARTICULAR GERMANY, TO THOSE OF PROVIDING

SUBSTANTIVE AND ADMINISTRATIVE SUPPORT TO THE EVER-INCREASING NUMBER OF PEOPLE FROM OTHER AGENCIES PERFORMING VARIOUS KINDS OF SUBSTANTIVE WORK. THESE REPRESENTATIVES OF OTHER AGENCIES AND ORGANIZATIONS IN THE FRG AND WEST BERLIN HAVE INCREASED BY 72 SINCE 1972. STATE DEPARTMENT, NET, POLITICAL, ECONOMIC/COMMERCIAL, CONSULAR, AND SECRETARIAL CONN AMERICAN PROGRAM PERSONNEL CURRENTLY COMPRIZE ONLY 13 PERCENT OF THE TOTAL COUNTRY AMERICAN STRENGTH. FURTHER REDUCTIONS OF 5 PER-CENT IMPLIED IN PART III C WOULD GREATLY ACCELERATE THIS MOST UNDESIRABLE TREND.

IT IS QUITE EVIDENT THAT THERE ARE ORGANIZATIONS NOT SUBJECT TO THE MISSION'S MODE CEILINGS AND THAT OTHERS HAVE INCREASED THEIR CEILINGS WITH THE CONCURRENCE OF THE EMBASSY. OTHER AGENCIES ALREADY ESTABLISHED IN THE FRG ARE WELCOMED UNDER THE MISSION'S UMBRELLA IN AN EFFORT TO EFFECT GREATER CONTROL OVER THOSE PERSONNEL CONDUCTING FOREIGN AFFAIRS IN THIS COUNTRY. ADDITIONALLY, SUBSTANTIVE PERSONNEL OF OTHER MODE AGENCIES MUST BE ACCEPTED TO MEET THE DYNAMIC SUBSTANTIVE REQUIREMENTS OF THIS MISSION IN VIEW OF DIMINISHING NUMBERS OF STATE SUBSTANTIVE PERSONNEL.

IN LIGHT OF THE ABOVE, IT IS SUGGESTED THAT THE STATE
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ORGANIZATION OF THE MISSION CANNOT BE RESTRUCTURED TO PROVIDE GREATER FOCUS OF RESOURCES MORE DIRECTLY ON THE IMPORTANT OBJECTIVES OUTLINED IN PART I - POLICY ASSESSMENTS OF BONN REFTEL 5665

A) POLITICAL

ALL POLITICAL POSITIONS IN THE CONSULATES GENERAL IN THE FRG HAVE BEEN ABOLISHED EXCEPT ONE, WHICH IS PRIMARILY OCCUPIED WITH RFE/RL. WE LOOK TO OUR CONSULS GENERAL FOR SPOT POLITICAL REPORTING ON THEIR CONSULAR DISTRICTS.

WITHIN THE POLITICAL SECTION, THREE OF THE TWELVE AMERICAN OFFICERS SPEND THE BULK OF THEIR TIME ON POLITICAL QUESTIONS CONNECTED WITH GERMAN POLICY AND OUR UNIQUE POSITION IN BERLIN. AN IMPORTANT PART OF

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THEIR WORK IS CONNECTED WITH THE "BONN GROUP", COMPOSED OF THE US, UK, FRANCE, AND THE FRG, WHICH MEETS FREQUENTLY TO COORDINATE ALLIED POLICY TOWARD BERLIN. THE LEGAL ADVISOR, WHO HAS VARIED RESPONSIBILITIES, ALSO DEVOTES MUCH ATTENTION TO BERLIN LEGAL MATTERS. THREE OFFICERS CONCENTRATE ON CONTACTS AND REPORTING ON THE DOMESTIC PULSE OF THE COUNTRY. THEY MUST TRAVEL A GREAT DEAL GIVEN THE DECENTRALIZED NATURE OF THE FRG AND THE ABOLITION OF POLITICAL POSITIONS IN THE CONSULATES GENERAL. ONE OF THESE OFFICERS COVERS LABOR AFFAIRS. ONE OFFICER SERVICES THE NEEDS OF OUR LARGE MILITARY PRESENCE IN THE FRG AND COMMUNICATES WITH THE GERMAN GOVERNMENT ON POLITICAL/MILITARY MATTERS. TWO OTHER OFFICERS ARE IN TOUCH DAILY WITH THE FOREIGN OFFICE AND OTHER GERMAN MINISTRIES ON FOREIGN POLICY MATTERS. ONE OF THESE OFFICERS COVERS DISARMAMENT AND THE FRG'S BI-LATERAL RELATIONS WITH WESTERN EUROPEAN COUNTRIES, WHILE THE OTHER IS RESPONSIBLE FOR THE REST OF THE WORLD. A JUNIOR OFFICER DIVIDES HIS TIME BETWEEN EXTERNAL AND LABOR AFFAIRS. FINALLY, THE POLITICAL COUNSELOR DIRECTS HIS ENERGIES ACROSS THE BOARD AND ON PROGRAM DIRECTION.

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B) ECONOMIC/COMMERCIAL

BOTH STATE AND OTHER AGENCY RESOURCES ARE ALREADY ACTIVELY ENGAGED IN PROMOTING THE US INTERESTS DESCRIBED IN SECTION I OF THIS ASSESSMENT. THE BROAD TRENDS FORECAST NOTES THAT WORK IN THE ECONOMIC AREA WILL CONTINUE TO EXPAND AND THE MOST IMPORTANT CONCERN WILL BE THE ADEQUACY OF PRESENT RESOURCES, GIVEN INCREASED DEMANDS IN THE FUTURE. SINCE THE FRG IS ONE OF THE TWO KEY ECONOMIC POWERS IN THE WORLD BESIDES THE US, WE MUST COORDINATE CLOSELY WITH THE FRG ON INTERNATIONAL MONETARY QUESTIONS AND PROVIDE WASHINGTON WITH DETAILED AND UP-TO-DATE REPORTING ON GERMAN VIEWS IN THESE FIELDS, AS WELL AS ON GERMAN DOMESTIC ECONOMIC AND FINANCIAL DEVELOPMENTS. THE IMPORTANCE OF THE FEDERAL REPUBLIC IN THE NORTH/SOUTH DIALOGUE, TRADE POLICY AND ENERGY, HAVE BEEN NOTED IN PART I OF THIS ASSESSMENT. THE RESOURCES

DEVOTED TO SCIENCE AND TECHNOLOGY ARE PARTICULARLY OVER-BURDENED WITH A WIDE RANGE OF POLICY RESPONSIBILITIES WHICH HAVE BEEN IDENTIFIED BY THE BROAD TRENDS FORECAST AS AN AREA OF ESPECIALLY FAST GROWTH. THE TRANSPORTATION AND COMMUNICATION SECTOR IS ESPECIALLY IMPORTANT IN THE FEDERAL REPUBLIC, BOTH BECAUSE OF BERLIN AND BECAUSE OF THE STRONG US INTEREST IN SALES/COOPERATION IN THE MILITARY AND CIVILIAN AIRCRAFT FIELDS.

THE IMPORTANT COMMERCIAL RESOURCES OF THE EMBASSY AND CONSTITUENT POSTS HAVE ALREADY BEEN SERIOUSLY REDUCED IN RECENT YEARS WHILE THE SIGNIFICANCE OF THE FEDERAL REPUBLIC AS AN IMPORT MARKET CONTINUES TO GROW. COMMERCIAL OFFICERS HAVE ALSO BEEN CALLED UPON TO PROVIDE INCREASED REPORTING ON WEST GERMAN INDUSTRIAL AND COMMERCIAL RELATIONS WITH EASTERN EUROPE AND THE MIDDLE EAST. THEY CONTINUE TO HAVE CONSIDERABLE REPORTING RESPONSIBILITY ON DEVELOPMENTS IN KEY GERMAN INDUSTRIES. THE DISPERSED NATURE OF THE GERMAN ECONOMY MAKES IT

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MORE DIFFICULT TO COVER THE ENTIRE COUNTRY.

C) CONSULAR

THE CONSULAR WORKLOAD IN THE FRG HAS BEEN IN AN UPTREND FOR THE LAST DECADE WITH NO ABATEMENT IN SIGHT. ALL THREE CATEGORIES OF CONSULAR OPERATIONS HAVE PARTICIPATED IN THE PAST INCREASES, WITH VISA ISSUANCE SHOWING THE LARGEST GAINS FOLLOWED BY PASSPORTS AND CITIZENSHIP AND SPECIAL CONSULAR SERVICES. WHILE ALL CATEGORIES ARE EXPECTED TO CONTINUE TO INCREASE IN THE FUTURE, THE AREA WHERE THE GREATEST GROWTH IN THE WORKLOAD IS ANTICIPATED IS IN SERVICES TO AMERICAN CITIZENS. THERE ARE CURRENTLY SOME 650,000 (US MILITARY 250,000) US CITIZENS IN THE FEDERAL REPUBLIC OF GERMANY OR ROUGHLY A QUARTER (STATE 038338) OF ALL OF OUR CITIZENS LIVING ABROAD. THE NUMBERS APPEAR TO BE INCREASING YEAR TO YEAR. THERE ARE FACTORS, HOWEVER, WHICH ARE CAUSING AN INCREASED WORKLOAD IN EXCESS OF THE GROWTH IN NUMBERS ALONE. FIRST, THE RESIDENT PRIVATE AMERICAN POPULATION IN GERMANY CONTINUES TO GROW. THE AGE DISTRIBUTION OF THAT GROUP APPEARS TO BE CHANGING, WITH THE MEDIAN AGE TRENDING UPWARD. THUS, IT IS EXPECTED THAT THE DEMANDS FROM US CITIZENS FOR CONSULAR SERVICES RELATED TO SOCIAL

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SECURITY, VETERANS BENEFITS, DEATHS, ESTATES, ETC. WILL INCREASE. MUCH MORE SIGNIFICANT, HOWEVER, FROM THE POINT OF VIEW OF OFFICER WORKLOAD IS THE RECENTLY-LEVIED DEPARTMENTAL REQUIREMENT THAT EVERY AMERICAN PRISONER BE VISITED BY A CONSULAR OFFICER A MINIMUM OF ONE TIME PER MONTH.

THERE HAVE BEEN ON THE AVERAGE SOME 200-250 AMERICANS INCARCERATED IN THE FRG AT ANY ONE TIME. ALMOST ALL OF THEM ARE IN THE FRANKFURT, STUTTGART, AND MUNICH CONSULAR DISTRICTS. EACH OF THESE DISTRICTS HAS PRISONERS IN SOME 15-20 DIFFERENT PRISONS SCATTERED THROUGHOUT THE LAND. TO VISIT ALL THE PRISONERS EVERY MONTH IN THE THREE SOUTHERN DISTRICTS REQUIRES THAT AN OFFICER SPEND ABOUT THREE DAYS A WEEK ON THE ROAD PLUS EXTENSIVE TIME IN THE OFFICE IN PREPARATION FOR, OR FOLLOWING UP, THE VISITS.

THE OVERLOADED CONSULAR AND IMMIGRATION FACILITIES IN THE FRG ARE AN ISSUE THAT, WITHOUT REMEDIAL ACTION, MAY LEAD TO FURTHER CONGRESSIONAL AND PUBLIC CONCERN AND SENSITIVITIES. THE WORKLOAD WILL CONTINUE TO GROW THROUGH FY 1979 AND BEYOND.

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D) ADMINISTRATION

AS HERETOFORE DESCRIBED, ADMINISTRATION PROVIDES TRADITIONAL ADMINISTRATIVE SUPPORT TO 856 AMERICAN AND 1206 FSL PERSONNEL OF 52 AGENCIES AND SUB-AGENCIES. THE MISSION'S PROPERTIES COMPRISE 1,358 FBO HOUSING AND OFFICE PROPERTIES (INCLUDING TWO COMPLETE CITIES OF OVER 400 APARTMENTS EACH), WHICH ALSO ACCOMMODATE OTHER GOVERNMENT EMPLOYEES AT A GREAT SAVINGS TO THE US GOVERNMENT. THESE EMPLOYEES ARE FULLY SUPPORTED BY ADMINISTRATION FAAS.

ADMINISTRATION PROVIDES VARIOUS REGIONAL SUPPORT SUCH AS: THIRD-COUNTRY PROCUREMENT FOR EUROPE, THE MIDDLE EAST, AND AFRICA; CERTAIN CENTRAL STOCK WORLD-WIDE;

CENTRAL WAREHOUSING SERVICES FOR EASTERN EUROPE; PRINTING OF TELEPHONE DIRECTORIES FOR EUROPE; REGIONAL RELAY COMMUNICATIONS FOR EUROPE AND AFRICA (BAX); AND A HOST OF OTHER GSO SERVICES. REGIONAL OFFICES OF SECURITY, COMMUNICATIONS, TECHNICAL COMMUNICATIONS, COURIER, AND POUCH ALSO SUPPORT OTHER MISSIONS IN EUROPE, THE MIDDLE EAST, AND AFRICA.

ADMINISTRATION HAS BEEN SUBSTANTIALLY REDUCED SINCE 1972 IN AMERICAN AND FSL POSITIONS, HOWEVER, IT IS ABLE WITH PRESENT RESOURCES TO MEET OBJECTIVES AND SUPPORT REQUIREMENTS DETAILED IN PART I, AND THOSE OF THE VARIOUS OTHER AGENCIES. ANY FURTHER REPROGRAMMING OF ADMINISTRATIVE POSITIONS, HOWEVER, WILL NECESSITATE REDUCING FAAS SUPPORT TO OTHER AGENCIES AND US MISSIONS LOCATED OUTSIDE THE FRG.

2) OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

THE FOLLOWING RECOMMENDATIONS FOR WASHINGTON ACTION ARE CONFIDENTIAL

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SUPPORTED BY THE COUNTRY TEAM IN RELATION TO THE OBJECTIVES OUTLINED IN PART I.

A) UNITED STATES INFORMATION SERVICES (USIS)

BEYOND THE PROBLEMS DESCRIBED IN THE OVERVIEW, THE GREATEST ONE FACING US PUBLIC DIPLOMACY IN THE FRG IS THE GENERATIONAL CHANGE, NOW WELL UNDER WAY. BRIEFLY STATED, THE RISING GENERATION, WHICH FEELS ITSELF UNHAMPERED BY THE NAZI PAST (MOST OF IT WAS BORN AFTER WWII), HAS DEVELOPED PERCEPTIONS AND ATTITUDES ABOUT NATO AND THE FRG RELATIONSHIP WITH THE US WHICH DIFFER FROM THOSE OF THE GENERATION NOW IN POWER. THESE RANGE ALONG A SPECTRUM FROM BEING MILDLY, TO STRONGLY, AT VARIANCE WITH THE GOVERNING GENERATION AND FROM LOOKING AT NATO AS BEING A "NECESSARY EVIL" TO OUTRIGHT ANTI-AMERICANISM. SINCE THESE ARE PEOPLE WHO ARE MOVING INTO POSITIONS OF INFLUENCE NOW AND WILL CONTINUE TO DO SO AT AN INCREASING RATE FOR THE NEXT FIVE TO TEN YEARS, GAINING THEIR SUPPORT FOR THE ATLANTIC ALLIANCE GENERALLY AND CONTINUATION OF THE US-FRG PARTNERSHIP SPECIFICALLY IS THE HIGHEST LONG-RANGE PRIORITY OF THIS MISSION IN THE PUBLIC AFFAIRS FIELD.

THE PRINCIPAL RESOURCE INVOLVED, USIS, TOOK AN EIGHT

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STADIS//////////

PERCENT CUT IN PERSONNEL IN FY 1976, WHICH RESULTED IN THE LOSS OF 2 AMERICAN AND 15 LOCAL POSITIONS AND RELATED FUNDS. THE EFFECTS IN OPERATIONS WERE MITIGATED IN CALENDAR 1976 BY A ONE-TIME INFUSION OF ABOUT \$500,000 TO SUPPORT THE BICENTENNIAL. THIS ALLOWED USIS NOT ONLY TO COPE WITH A GREAT VOLUME OF BICENTENNIAL ACTIVITIES IN THE FRG, BUT ALSO TO REOPEN CONTACTS AND OPERATIONAL POSSIBILITIES WHICH HAD VANISHED DURING THE VIETNAM/WATERGATE YEARS. THESE OPENINGS HAVE HELPED US GAIN ACCESS TO THE RISING GENERATION. THE BICENTENNIAL FUNDS HAVING RUN OUT, USIS THIS CALENDAR YEAR INCREASINGLY HAS BEGUN TO FEEL RESTRICTIONS IMPOSED BY THE FY 76 CUTS, PARTICULARLY IN TRYING TO MEET GROWING DEMANDS FOR INFORMATION ACTIVITY. ALTHOUGH WITHIN-IN COUNTRY RESOURCE REALLOCATION IS UNDERWAY TO DO THIS, ANY FURTHER CUTS WOULD PLACE THE OVERALL PROGRAM IN JEOPARDY, AND PUT IT IN THE POSITION OF NO LONGER BEING ABLE TO RESPOND EFFECTIVELY TO NEW, AND INCREASING DEMANDS BEING PLACED ON IT.

ONE PART OF THE PROGRAM SHOULD BE INCREASED, NAMELY EXCHANGES. THIS MISSION REPEATEDLY HAS GONE ON RECORD AS TO ITS IMPORTANCE AND HAS SUPPORTED INCREASES FOR IT.
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IN ORDER TO REACH AMONG OTHER RISING YOUNG LEADERS, PARTICULARLY THOSE LEFT OF CENTER, BEFORE THEIR ATTITUDES HARDEN, WE RECOMMEND THAT THE PRESENT EXCHANGES PROGRAM BE INCREASED BY 50 PERCENT AS SOON AS POSSIBLE AND, ULTIMATELY, BY 100 PERCENT OVER THE NEXT THREE YEARS.

B) OFFICE OF DEFENSE COOPERATION (ODC)

DEPARTMENT OF DEFENSE - 1976 REVISIONS TO THE ARMS CONTROL EXPORT ACT REQUIRED A REDUCTION FROM 22 TO 3 U.S. OFFICERS UPON CONVERSION OF MAAG TO ODC. THERE HAS BEEN NO COMMENSURATE REDUCTION IN TERMS OF REFERENCE

TO INCLUDE OBJECTIVES, PURPOSE, AND WORKLOAD. THIS HAS MATERIALLY DECREASED THE EFFICIENCY OF OUR FMS PROGRAM WITH GERMANY - A PROGRAM OF APPROXIMATELY \$1.4 BILLION ANNUALLY. IT IS ONLY A MATTER OF TIME UNTIL THIS REDUCED EFFICIENCY RESULTS IN A COMPLAINT BY GERMAN OFFICIALS, ESPECIALLY SINCE PURSUANT TO THE TERMS OF THE 1956 TREATY ALL COSTS EXCEPT US SALARIES ARE BORNE BY THEM. THE FRG HAS BEEN AND REMAINS COMMITTED TO PURCHASE THROUGH FMS A LARGE SHARE OF ITS ARMED FORCES WEAPON SYSTEMS AND TRAINING IN CONUS THOSE PERSONNEL REQUIRED TO OPERATE AND MAINTAIN THOSE SYSTEMS.
RECOMMENDATION: JOINT STATE/DEFENSE REPRESENTATION TO CONGRESS TO PERMIT MANNING LEVELS DEPICTED AS FOLLOWS FOR ODC-GE:

MISSION STAFFING CHART

OTHER

AGENCIES AM OFF AM STAFF FSL PROF FSL STAFF

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ODC	1 GS	4 GS		

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B. PART III STATE PERSONNEL RECOMMENDATIONS

1) REPROGRAMMING

THE MISSION IS UNABLE TO REPROGRAM WITHIN ITS PERSONNEL RESOURCES FOR REASONS OUTLINED IN PARA A, PART II 1)
ABOVE.

2) INCREASES/DECREASES

A) POLITICAL - THE EMBASSY POLITICAL SECTION NEEDS THREE ADDITIONAL POSITIONS:

--TO IMPROVE OUR COVERAGE OF THE EXPANDING FOREIGN POLICY OF THE FRG, ONE ADDITIONAL OFFICER. WE ARE WORKING WITH THE SAME RESOURCES WE WERE WORKING WITH TEN YEARS AGO, WHEN THE FRG WAS UNREPRESENTED IN THE COMMUNIST WORLD (OUTSIDE OF MOSCOW), HAD SEVERELY CURTAILED RELATIONS WITH THE THIRD WORLD, WAS NOT A MEMBER OF THE UN (MUCH LESS THE SECURITY COUNCIL), AND WAS GENERALLY NOT INVOLVED OUTSIDE OF EUROPE. MOREOVER, THE EC HAD THEN NOT YET EMBARKED ON POLITICAL CONSULTATIONS AND COORDINATION, IN WHICH THE FRG IS FULLY INVOLVED AND ON WHICH IT BRIEFS US VERY HELPFULLY. ONE

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OFFICER, WITH THE PART-TIME ASSISTANCE OF A JUNIOR OFFICER TRAINEE, NOW COVERS ALL THIS ACTIVITY. HE ALONE CANNOT SATISFY THE US GOVERNMENT'S INTEREST IN THE FRG'S ACTIVITIES.

--TO MAINTAIN CONTACT WITH, AND REPORT ON, THE GERMAN LABOR AND SOCIAL DEVELOPMENTS, AN ASSISTANT LABOR ATTACHE. SIX OF THE SEVEN GOVERNMENT POLICY OBJECTIVES FOR 1977/80 INVOLVE LABOR AND SOCIAL REFORMS. IN RECENT YEARS, THE INTERNATIONAL ROLE PLAYED BY GERMAN LABOR POLICIES ON LABOR MANAGEMENT CODETERMINATION, PROFIT SHARING LEGISLATION, EMPLOYMENT AND TRAINING, FOREIGN WORKERS, AND SOCIAL SECURITY MORE AND MORE AFFECT US BILATERAL AND MULTILATERAL RELATIONS. IN ADDITION, THE GERMAN TRADE UNION MOVEMENT HAS BECOME INCREASINGLY IMPORTANT. GERMANS NOW LEAD THE INTERNATIONAL CONFEDERATION OF FREE TRADE UNIONS, THE EUROPEAN CONFEDERATION OF LABOR AS WELL AS THE 15 OR 16 INTERNATIONAL SECRETARIATS. A NEW GENERATION OF TRADE UNION LEADERS IS RISING WITH WHICH IT IS ALSO ESSENTIAL TO HAVE CONTACT, REQUIRING MORE TIME THAN A SINGLE OFFICER CAN MAKE AVAILABLE.

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--TO FULFILL OUR RESPONSIBILITIES ON BERLIN, AN ADDITIONAL SECRETARY. BECAUSE OF A REDUCTION IN STAFF SOME YEARS AGO WHEN IT WAS THOUGHT THAT THE QUADRIPARTITE AGREEMENT WOULD REDUCE OUR BERLIN-RELATED WORK, THE TWO OFFICERS IN THE BERLIN UNIT NOW SHARE A SECRETARY WITH THE EXTERNAL UNIT. BERLIN PROBLEMS AND BONN GROUP REPORTING REQUIREMENTS HAVE MEANWHILE GROWN TREMENDOUSLY, AND THE EXTRA LOAD IS BORNE MAINLY BY THE SECRETARY TO THE DEPUTY CHIEF OF THE SECTION. HER OVERTIME--MOSTLY BERLIN RELATED--HAS AVERAGED 50 HOURS A MONTH FOR MOST OF THE PAST YEAR. SUCH A SCHEDULE DEBILITATES LONG-TERM

EFFICIENCY AND IS EXPENSIVE. OTHER SECRETARIES HAVE HAD TO HELP OUT, REDUCING THE OVERALL EFFICIENCY OF THE SECTION AND, IN TURN, CREATING OTHER BACKLOG AND OVER-TIME PROBLEMS. THE EXPANDING WORK LOAD OF BOTH UNITS (BERLIN AND EXTERNAL AFFAIRS) JUSTIFIES ONE SECRETARY FOR EACH, ESPECIALLY AS IT SEEMS CLEAR THAT BERLIN-RELATED WORK WILL EXPAND, AS WILL THE GERMAN INTERNATIONAL-AL ROLE.

B) CONSULAR

GIVEN THE EVER INCREASING CONSULAR WORKLOADS, MORE PERSONNEL ARE NEEDED. IT IS SIMPLY NOT FEASIBLE TO RE-PROGRAM DUTIES IN THE CONSULATES. FOR THE CONSULATES TO CARRY OUT THEIR STATUTORY DUTIES AND DEPARTMENTAL LEVIED REQUIREMENTS, THREE ADDITIONAL OFFICERS ARE REQUIRED. STUTTGART AND FRANKFURT REQUIRE AN ADDITIONAL OFFICER TO BE USED ALMOST EXCLUSIVELY IN CONNECTION WITH PRISON VISITS; DUESSELDORF NEEDS AN ADDITIONAL CONSULAR OFFICER WHOSE PRIMARY JOB WOULD BE IN THE VISA SECTION. FULL JUSTIFICATIONS FOR THE NEEDED POSITIONS ARE FOUND IN STUTTGART 381, DUESSELDORF 518, FRANKFURT 2111 AND BONN 3826.

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C) ECONOMIC/COMMERCIAL

AS INDICATED IN THE BROAD TRENDS FORECAST, "WE EXPECT THE FOCUS OF FOREIGN POLICY TO MOVE AT AN INCREASINGLY FAST RATE INTO SOME OF THE NEW FUNCTIONAL AREAS SUCH AS ENVIRONMENT, SCIENCE AND TECHNOLOGY, ENERGY, OCEAN AFFAIRS, NARCOTICS AND POPULATION AND RESOURCE DIPLO-MACY...NUCLEAR PROLIFERATION WILL REMAIN AN AREA OF SPECIAL CONCERN." THIS IS ESPECIALLY TRUE IN THE FEDERAL REPUBLIC. THE FRG PLAYS A LEADING ROLE IN DEVELOPMENT AND EXPORT OF HIGH TECHNOLOGY PRODUCTS; IT HAS TAKEN AN ACTIVE ROLE IN SPACE AND AERONAUTIC DEVELOPMENTS; IT MAINTAINS AN ACTIVE PROGRAM FOR PROTECTION OF THE ENVIRONMENT; AND IT IS A MAJOR EXPORTER OF NUCLEAR TECHNOLOGY AND A KEY PARTICIPANT IN INTERNATIONAL FORA FOR THE DISCUSSION OF NONPROLIFERATION. IT IS SAFE TO SAY THAT THE FRG, IN THE FIELDS OF SCIENCE, TECHNOLOGY, AND NUCLEAR MATTERS, IS THE LEADING NATION IN THE WORLD AFTER THE US.

FOR THESE REASONS IT IS CLEAR THAT THE ROLE OF THE EMBASSY IN THESE FIELDS IS ALREADY A SIGNIFICANT ONE, AND ONE WHICH WILL EXPAND IN THE NEXT FEW YEARS. AT THE MOMENT, THE SCIENCE COUNSELOR HAS CHIEF RESPONSIBILITY FOR MOST OF THE AREAS WHICH HAVE BEEN IDENTIFIED AS FAST

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GROWING (ENVIRONMENT, SCIENCE, AND TECHNOLOGY, AND PART OF THE ENERGY AND NUCLEAR PROLIFERATION AREAS). IF THE SCIENCE COUNSELOR IS TO HANDLE THE EXPANDING RESPONSIBILITY IN THESE AREAS EFFECTIVELY, A SECOND POSITION MUST BE ADDED TO THIS OFFICE. AN ASSISTANT SCIENCE ATTACHE (AT THE FSO-4 LEVEL) IS CLEARLY NECESSARY. THE WIDE RANGE OF MULTILATERAL ISSUES, AS IDENTIFIED IN THE BROAD TRENDS FORECAST, DOES NOT INCLUDE THE PLETHORA OF "BILATERAL" ISSUES WHICH OCCUPY A SUBSTANTIAL AMOUNT OF THE SCIENCE COUNSELOR'S TIME. THE NUCLEAR DEAL WITH BRAZIL, A JOINT PROJECT IN THE AREA OF OUTER SPACE, AND FURTHER DISCUSSIONS IN THE FUTURE ON NONPROLIFERATION ARE ONLY SOME OF THE TOPICS THAT WILL REQUIRE THE RESOURCES OF AN ADDITIONAL OFFICER.

D) SUMMARY (INCREASES) TOTAL US - 7, FSL - 1

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ASSISTANT LABOR ATTACHE FSO-4

POLITICAL OFFICER FSO-5

SECRETARY FSSO-7

ASSISTANT SCIENCE ATTACHE FSO-4

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DUESSELDORF

CONSULAR OFFICER FSO-6

FRANKFURT

CONSULAR OFFICER FSO-6

STUTTGART

CONSULAR OFFICER FSO-6

3) LOWER PRIORITY POSITIONS

THE MISSION IS UNABLE TO REPROGRAM OR TO IDENTIFY A FIVE PER CENT ACROSS-THE-BOARD POSITION REDUCTION AT THE EMBASSY OR CONSTITUENT POSTS FOR REASONS OUTLINED IN PARA A, PART II 1) ABOVE AND YET MEET ITS STATUTORY REQUIREMENTS AND ITS RESPONSIBILITIES TO SERVE THE LEGITIMATE NEEDS OF OTHER AGENCIES. PRIOR BALPA/OPRED REDUCTIONS, COUPLED WITH RECENT REPROGRAMMING OF AMERICAN AND FSL POSITIONS BY THE DEPARTMENT, HAVE WEAKENED THE STATE DEPARTMENT POSITION INFRASTRUCTURE AT THE EMBASSY AND CONSTITUENT POSTS TO THE EXTENT THAT ADDITIONAL REDUCTIONS WOULD SERIOUSLY AFFECT THE VIALIBILITY OF THE OPERATIONS AS SUCH.

AS WE LOOK AT THE RISING, STEEP DEMAND ON OUR RESOURCES, WE SEE NO WAY TO REDUCE OUR STAFF WITHOUT CHANGING THE ENTIRE APPROACH TO AT LEAST PART OF OUR COUNTRY TASK. WITH DEEP REGRET, THE ONLY WAY WE SEE TO MAKE SUCH A REDUCTION WOULD BE TO REORGANIZE THE MISSION'S ECONOMIC/COMMERCIAL WORK IN ITS ENTIRETY, THROUGH CONCENTRATION OF OUR ACTIVITIES IN THE CONSULATE GENERAL IN FRANKFURT AND THE EMBASSY IN BONN (INCLUDING OUR FACILITIES IN COLOGNE). NO MATTER HOW WELL WE DO THIS, WE MUST ANTICIPATE A REDUCTION IN OUR INITIATIVE TRADE PROMOTION ACTIVITY AND AN ADDED BURDEN TO THE EMBASSY OF SUCH ECONOMIC AND COMMERCIAL REPORTING AS SOME OF OUR CONFIDENTIAL

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STITUENT POSTS ARE NOW PERFORMING. THIS ADDED VOLUME OF COMMERCIAL AND ECONOMIC REPORTING WOULD HAVE TO BE ABSORBED BY AND LARGE BY OUR EXISTING STAFF. THE RESULT WOULD LEAVE TOTAL E/C RESOURCES IN THE FRG AT NO MORE THAN EQUAL TO EXISTING RESOURCES IN MUCH SMALLER MARKETS.

IN ESSENCE, THIS WOULD MEAN THE CLOSING OF OUR E/C OPERATIONS IN STUTTGART, DUESSELDORF, AND BREMEN IN THEIR ENTIRETY. IT WOULD INVOLVE A MODEST TRANSFER OF RESOURCES TO THE CONSULATE GENERAL IN FRANKFURT AND THE EMBASSY IN BONN. IT WOULD ALSO INVOLVE A REDUCTION OF OUR ACTIVITIES IN MUNICH AND HAMBURG TO A MODEST PRESENCE, SUITABLE ONLY FOR MINIMUM REACTIVE RESPONSIBILITY. IN ESSENCE, THE EMBASSY IN BONN WOULD THEN BECOME ALMOST ENTIRELY RESPONSIBLE FOR ALL ECONOMIC/COMMERCIAL WORK IN NORTHERN AND CENTRAL GERMANY WHILE FRANKFURT ASSUMES RESPONSIBILITY FOR ALMOST ALL SUCH WORK IN SOUTHERN GERMANY.

STATE DEPARTMENT STRENGTH IN THE FRG AND WEST BERLIN IS 212 AMERICANS (NOT INCLUDED ARE 22 POSITIONS EITHER TO

BE LOST DUE TO PREVIOUS DEPARTMENT'S REPROGRAMMING, OR
INTEGREGES), AND 575 FSL'S. A FIVE PER CENT REDUCTION OF
THE PERSONNEL COMPLEMENT IS 11 AMERICANS AND 29 FSL

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01

MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----310200Z 071512 /14

R 301920Z MAR 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 7016

C O N F I D E N T I A L SECTION 07 OF 11 BONN 05676

STADIS//////////

POSITIONS.

THE ECONOMIC/COMMERCIAL POSITION REDUCTIONS WOULD BE
REALIZED AS FOLLOWS:

	NET	TRANSFER	NET
COMPLEMENT ABOLISH		OR RETAIN	REDUCTION
AM FSL	AM FSL	AM FSL	AM FSL
BREMEN	1 4 1 4	0 0 1 4	
DUESSELDORF	3 9 3 9	BONN	1 0 2 9
STUTTGART	3 5 3 5	FRANKFURT	1 2 2 3
HAMBURG	3 4 2 2		1 2 2 2
MUNICH	2 4 1 2		1 2 1 2

SUB-TOTAL ECONOMIC/COMMERCIAL POSITIONS 8 20

OTHER REDUCTIONS

AMERICAN

BERLIN 50-351 ADMIN OFFICER FSO-3	1
50-336 SECRETARY FSS-7	1
BERLIN 15-040 PUBLICATIONS OFFICER FSO-5	1

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FOREIGN SERVICE LOCALS

BERLIN B-C-006 L-V VISA ASST.	1
FRANKFURT F-C-021 L-VI VISA CLERK	1
F-C-039 L-VI PASSPORT/CITIZENSHIP CLK	1
HAMBURG H-C-034 L-V VISA ASSISTANT	1

BONN BN-P-002 L-I FIN. REL. SPEC.	1
BN-E-081 L-V MAP PROC. SPEC.	1
BN-A-298 L-VI SUPPLY CLERK	1
BN-A-207 L-V TRANSLATOR/SECRETARY	1
BN-A-203 L-V ADMIN/ASSISTANT	1
 TOTALS	11 29

C. FY-77 MISSION STAFFING CHART

AGENCY/FUNCTION	AMERICAN	SUB-	
STATE	OFFICERS	STAFF	TOTALS
	P C	DAS	P C DAS

BONN			
EXEC.	(A)3	2	5
POL	(B)12	5	17
E/C	(C)18	5	23
CONS.	1	1	
ADMIN	8	2	1 1 9 3
COMM(D)	27		27
SY	2	1	3
MED.	1		1
RCO	18		18

52 38 2 12 2 1 64 40 3

BERLIN

EXEC.	2	2	4
POL	8	3	11
PUB.PROC	1		1
E/C	4	1	5

CONFIDENTIAL

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CONS	3		3
ADMIN	2	1	3
COMM	1	3	1 3

19 5 6 1 25 6

BREMEN

EXEC.	1		1
E/C	1		1
CONS	1		1
COMM		1	1

3 1 3 1

DUESSELDORF

EXEC.	1	1	2
E/C	4		4
CONS	2		2

CONFIDENTIAL

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----310211Z 071719 /14

R 301920Z MAR 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 7017

C O N F I D E N T I A L SECTION 08 OF 11 BONN 05676

STADIS//////////

COMM 1 1

7 1 1 8 1

FRANKFURT

EXEC (A)2 2 4

E/C 3 3

CONS 14 14

ADMIN 4 4

COMM 3 3

REGIONAL:

SY(E) 9 4 13

POUCH 8 8

COURIER 1 1

19 24 3 4 22 28

HAMBURG

EXEC 1 1 2

E/C 2 1 3

CONS 2 2

7 1 1 8 1

CONFIDENTIAL

PAGE 02 BONN 05676 08 OF 11 310031Z

121 75 2 27 8 1 148 83 3

AGENCY/FUNCTION FOREIGN SERVICE LOCAL SUB-
STATE PROFESSIONAL STAFF TOTALS

P C DAS P C DAS P C DAS

BONN

EXEC 1 1 2

POL 4 3 7

E/C 20 9 29

CONS	2	3	5					
ADMIN	24	15	4	61	87	4	85	102
COMM (D)	3	9	7	12	7			
SY	2	1	3	4	5	5		
MED	2	1	3					
RCO	1	2	3					

27 30 18 20 75 99 47 105 117

ADMIN	1	1
COMM	1	1

5 2 2 7 2

MUNICH

EXEC	1	1	2
POL	2	1	3
E/C	2	2	
CONS	4	4	
ADMIN	2	2	
COMM	2	2	

9 4 2 11 4

STUTTGART

EXEC	1	1	2
POL/ECON	1	1	

CONFIDENTIAL

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E/C	3	3
CONS	2	2
COMM	1	1

BERLIN

EXEC	-	-	-	-	-	-	-
POL	-	-	-	-	-	-	-
PUB.PROC	-	-	-	-	-	-	-
E/C	-	-	-	-	-	-	-
CONS	4	6	10				
ADMIN	-	-	-	-	-	-	-
COMM	-	-	-	-	-	-	-

4 6 10

BREMEN

EXEC/POL	2	2			
E/C	4	4			
CONS	3	3			
COMM/ADM	2	1	5	1	7

9 2 1 5 10 7

DUESSELDORF

CONFIDENTIAL

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----310201Z 071813 /14

R 301920Z MAR 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 7018

C O N F I D E N T I A L SECTION 09 OF 11 BONN 05676

STADIS//////////

EXEC/POL	2	2					
E/C	7	2	9				
CONS	5	4	9				
COMM/ADM	3	1	6	1	1	9	1
14 3 7 6 1 21 9 1							

FRANKFURT

EXEC/POL	1	1						
E/C	5	2	7					
CONS	14	26	40					
ADMIN	9	8	1	23	22	1	32	30
COMM	1	2	3	3	3			

REGIONAL:

SY (E)	-	-	-	-	-	-	-
POUCH			1	1			
COURIER		1		1			

20 10 8 30 26 25 50 36 33

HAMBURG

EXEC/POL	2	2	
E/C	3	1	4

CONFIDENTIAL

PAGE 02 BONN 05676 09 OF 11 310032Z

CONS	6	7	13					
ADMIN	3	1	1	8	2	1	11	3
COMM		3	1	3	1			

11 3 1 9 11 3 20 14 4

MUNICH

EXEC	1	1
------	---	---

POL	1	1	2
E/C	4		4
CONS	8	10	18
ADMIN	9	1 2 10	7 2 19 8
COMM		3	3

14 9 1 13 13 7 27 22 8

STUTTGART

EXEC	- - - - -
------	-----------

POL/ECON	2	2
----------	---	---

E/C	3	2	5
-----	---	---	---

CONS	8	5	13
------	---	---	----

COMM/ADMIN	3	9	12
------------	---	---	----

13 3 7 9 20 12

112 60 28 93 145 135 205 205 163

AGENCY/FUNCTION GRAND TOTAL

STATE	P C DAS
-------	---------

BONN

EXEC	7
------	---

POL	24
-----	----

E/C	52
-----	----

CONS	6
------	---

ADMIN	4 94 105
-------	----------

COMM (D)	39 7
----------	------

CONFIDENTIAL

PAGE 03 BONN 05676 09 OF 11 310032Z

SY	8 5
----	-----

MED	1 3
-----	-----

RCO	18 3
-----	------

111 145 120

BERLIN

EXEC	4
------	---

POL	11
-----	----

PUB.PROC	1
----------	---

E/C	5
-----	---

CONS	13
------	----

ADMIN	3
-------	---

COMM	1 3
------	-----

35 6

BREMEN

EXEC (POL)	3
------------	---

E/C	5
-----	---

CONS	4
------	---

COMM (ADM)	1 8
------------	-----

13 8

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----310201Z 072057 /14

R 301920Z MAR 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 7019

C O N F I D E N T I A L SECTION 10 OF 11 BONN 5676

STADIS//////////

DUESSELDORF

EXEC (POL)

E/C 13

CONS H 11

COMM (ADM) 1 10 1

29 10 1

FRANKFURT

EXEC (POL) 5

E/C 10

CONS 54

ADMIN 1 36 30

COMM 6 3

REGIONAL:

SY (E) 13

POUCH 9

COURIER 2

72 64 33

HAMBURG

EXEC (POL) 4

E/C 7

CONFIDENTIAL

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CONS 15

ADMIN 1 12 3

COMM 4 1

27 16 4

MUNICH

EXEC	3
POL	5
E/C	6
CONS	22
ADMIN	2 21 8
COMM	5

38 26 8

STUTTGART

EXEC	2
POL/ECON	3
E/C	8
CONS	15
COMM (ADM)	13

28 13

(F) 353 288 166 - 807

807 PLUS 2 - 809

- (A) INCL. 1 IRO(GEN)
- (B) INCL. 2 POL/ECON OFF. AND 1 LABOR/POL OFF.
- (C) INCL. 1 PHYSICAL SCIENCE OFF.
- (D) INCL. BAX
- (E) INCL. TECH CENTER
- (F) 2 UNALLOCATED POSITIONS NOT INCLUDED

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THE STAFFING PATTERN FOR FY-79 IS IDENTICAL TO THAT FOR
FY-77 EXCEPT FOR THE FOLLOWING ADDITIONS: IN BONN ADD

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----310201Z 071916/14

R 301920Z MAR 77

FM AMEMBASSY BONN

TO SECSTATE WASHDC 7020

C O N F I D E N T I A L SECTION 11 OF 11 BONN 05676

STADIS//////////

TWO OFFICERS IN THE POLITICAL SECTION AND ONE SECRETARY.
TO THE ECONOMIC SECTION ADD ONE OFFICER (ASST. SCIENCE
ATTACHE). TO DUESSELDORF, FRANKFURT AND STUTTGART'S
COMPLEMENT ADD ONE CONSULAR OFFICER EACH.

OTHER AGENCIES

AMERICAN LOCAL

USIS	41	244
DEPARTMENT OF COMMERCE	3	8
DEPARTMENT OF AGRICULTURE	6	8
DEPARTMENT OF DEFENSE	33	11
DEPARTMENT OF THE TREASURY	12	3
GENERAL ACCOUNTING OFFICE	54	-
DEPARTMENT OF TRANSPORTATION	40	6
BUREAU OF RECLAMATION	1	-
DEPARTMENT OF JUSTICE	24	5
AID	-	2
ERDA	1	-
NASA	1	-
USAREUR	79	5

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AIR FORCE	14	-
OCA	67	-
RSU	10	-
PEG	18	-
ARMY-R&D	2	-
BONN LIAISON OFFICE	5	-
TRADOC	3	-
SEABEES	7	-
GRAND TOTAL	700	866

CONFIDENTIAL

<< END OF DOCUMENT >>

Message Attributes

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Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Sent Date: 30-Mar-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: n/a
Expiration:
Film Number: n/a
Format: TEL
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Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t197703110/baabaxn.tel
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Litigation Code IDs:
Litigation Codes:
Litigation History:
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Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
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Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
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Review Content Flags:
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Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2961286
Secure: OPEN
Status: NATIVE
Subject: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT - PARTS II AND III
TAGS: AMGT, PFOR, GW
To: STATE
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/0c9601b0-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
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